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# SNAPSHOT

OF CIVIL REGISTRATION AND VITAL STATISTICS SYSTEMS OF

# MALAWI



ECA

## Program information

### About the Centre of Excellence for CRVS Systems

Housed at the International Development Research Centre (IDRC), the Centre of Excellence for Civil Registration and Vital Statistics (CRVS) Systems is a global knowledge and resource hub that actively supports national efforts to develop, strengthen, and scale-up CRVS systems. It collaborates with organizations and experts to broker access to information and expertise, including global standards, tools, research evidence, and relevant good practice.

The Centre of Excellence was established with funding from Global Affairs Canada and IDRC and contributes directly to the work of the Global Financing Facility, a key financing platform of the UN Secretary General's Global Strategy for Women's, Children's and Adolescents' Health.

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## Introduction

The purpose of this report is to provide a brief overview of the civil registration and vital statistics (CRVS) system in Malawi.

Among other things, the report presents:

- Background information on the country;
- Selected indicators relevant for CRVS improvement processes;
- Stakeholder activities; and
- Resources available and needed to strengthen CRVS systems.

The report will also serve as an important benchmarking tool for the improvement initiatives of other countries.

The information was collected through a questionnaire completed by the National Registration Bureau in March 2020 and supplemented by a desk review of available documents.

## Brief country profile

The Republic of Malawi is a landlocked country in southeastern Africa that was formerly known as Nyasaland. It is bordered by Zambia to the west, Tanzania to the north and northeast, and Mozambique surrounding on the east, south, and southwest.

Malawi is divided into 28 districts in three regions: Central, Northern, and Southern.

- Land area:<sup>1</sup> 118,484 km<sup>2</sup>
- Population: About 17.5 million (estimated 2018), with an annual growth rate of 2.9 percent. The population is made up of about 8.5 million males and 9 million females.

### Malawi



*Disclaimer: The boundaries and names shown and the designations used on this map do not imply official endorsement or acceptance by the United Nations.*

- Capital city: Lilongwe
- Official working language: English
- Ministry responsible for civil registration: Ministry of Homeland Security
- Civil registration agencies: National Registration Bureau (NRB); Department of the Registrar General
- National statistical office: National Statistical Office



## CRVS dimensions

Births	
Completeness of birth registration <sup>2</sup>	67.2% (2016) <sup>3</sup>
Children under 5 years of age whose births were reported as registered	6% (2014) <sup>4</sup>
Births attended by skilled health personnel	90% (2016) <sup>5</sup>
Women aged 15–49 who received antenatal care from a skilled provider	51% (2015) <sup>6</sup>
DPT1 immunization coverage among 1-year-olds <sup>7</sup>	87% (2016) <sup>8</sup>
Crude birth rate (per 1,000 population)	34.59 (2017)
Total fertility rate (live births per woman)	4.3 (2017)
Adolescent fertility rate (per 1,000 girls aged 15–19 years)	132.7 (2017) <sup>9</sup>
Population under age 15 years	7,300,000 (2018)
Institutional deliveries – percentage of deliveries in a health facility	90% (2015) <sup>10</sup>
Deaths	
Completeness of death registration	Not available
Crude death rate (per 1,000 population)	6.81 (2017)
Infant mortality rate (per 1,000 live births)	35 (2017) <sup>11</sup>
Under-5 mortality rate (per 1,000 live births)	50 (2017)
Maternal mortality rate (per 100,000 live births)	439 (2015–16)
Marriages and divorces	
Marriage registration rate	Not available
Women aged 20–24 first married or in union before age 15	Not available
Women aged 20–24 first married or in union before age 18	Not available
Divorce registration rate	Not available
Vital statistics including causes of death data	
Compilation and dissemination of civil registration-based statistics	Not available
Medically certified causes of death	Not available

## Civil registration system

For many years, Malawi did not have a fully fledged national system for registration and identification. It used other forms of identification that are in use today, such as the passport, driver's license, and identity cards provided by employers and institutions. The major weakness with such forms of identification is that they are neither universal nor compulsory and are provided on request or specific need. As such, most Malawian citizens, especially those living in rural areas, do not have any form of identification.

The registration of vital events was manual and non-mandatory. The registration of citizens and issuance of the various certificates has been done on an ad hoc and incoherent basis by various government departments, local authorities, local and international non-governmental organizations, as well as faith-based organizations. Furthermore, these certificates were often not being recognized as credible or authentic documents.

Malawi at one point was the only country in the Southern African Development Community (SADC) region without a national identification system. Against this background, the government of Malawi in 2003 resolved to introduce a National Registration and Identification System (NRIS) to address problems created by the lack of universal and compulsory registration. The Malawi Parliament in 2010 enacted the *National Registration Act*, providing the legal, institutional, and administrative framework for national registration in the country.

## Legislative framework

The laws governing civil registration in Malawi are included in the following acts:

- *National Registration Act* adopted in 2010 and came into force in 2015; and
- *Marriage, Divorce and Family Relations Act*.

The vital events in the legislation include births and marriages, which were planned to move from the Department of the Registrar General to the National Registration Bureau (NRB) in August 2020, and deaths, divorces, and adoptions. The legislation covers all legal geographic areas of Malawi and its entire population, including non-citizens and refugees, with provisions for the collection of vital statistics.

## Management, organization, and operations

The National Registration Bureau, under the Ministry of Homeland Security, is the institution responsible for civil registration in the country.

The other ministries and agencies responsible for notification and registration of vital events are:

- Ministry of Homeland Security, which is in charge of police that notify unnatural deaths;
- Ministry of Health and Population, which is responsible for institutional births and deaths (91 percent of institutional deliveries occur in health facilities) and also certification of cause of death;
- Ministry of Local Government;
- Ministry of Gender and Social Welfare; and
- Ministry of Justice.

## National CRVS systems coordination mechanisms

A national technical working group provides a forum for stakeholders in CRVS systems. This is made up of various member departments, organizations, and agencies, as listed in Table 1.

**Table 1: National technical working group member departments, organizations, and agencies.**

National coordination mechanism	Member departments, services, and agencies
Technical working group	<ul style="list-style-type: none"> <li>• Ministry of Homeland Security</li> <li>• Ministry of Justice and Constitutional Affairs</li> <li>• Ministry of Education, Science and Technology</li> <li>• Ministry of Health and Population</li> <li>• Ministry of Local Government and Rural Development</li> <li>• Ministry of Finance, Economic Planning and Development</li> <li>• National Statistical Office</li> <li>• United Nations Children's Fund (UNICEF)</li> <li>• Centers for Disease Control and Prevention</li> <li>• United Nations Development Programme (UNDP)</li> <li>• United Nations High Commissioner for Refugees (UNHCR)</li> <li>• United Nations Population Fund (UNFPA)</li> <li>• Plan International</li> </ul>

The establishment and operation of the technical working group is stipulated in the *National Registration Act* and terms of reference have been developed to guide the group's functioning.

## Administrative-level registration centres

The lowest administrative level in local civil registration is at the village level. There are about 60,000 of these local registration offices, which are headed by village heads. There are 29 district registration offices, headed by principal registration officers, that are the urban registration points.

## Accessibility of civil registration services

The average distance of most households from the nearest local registration office is 5 to 10 km. The average estimated time it would take most households to reach their nearest local registration office by foot and or by bicycle is 1 to 4 hours, while it takes 1 hour or less by car or motorcycle.

## Registration of vital events

The business process for registering or reporting vital events is dependent on the vital event, as follows:

- Birth certificates, national identity cards for bona fide Malawians, identity cards for foreigners, certificates of registration of marriage, and death certificates are under the responsibility of the NRB.
- Marriages and divorces are currently under the Office of the Registrar General in the Ministry of Justice but will soon move to the NRB.

The civil registration and vital statistics documents are prepared jointly. The physical form has civil registration and can be used to collect vital statistics.

The health sector is well involved in the reporting of births and deaths occurring in health facilities; 90 percent of births occur in health facilities. The Ministry of Health and Population and the NRB have established a coding unit at the Kamuzu Central Hospital to code all the deaths occurring in health facilities.

### *Sample registration forms*

No forms are available online

### *Registration fee*

Registration of vital events is at no cost. There is a late registration and delayed registration fee of around US\$3 (Table 2).

**Table 2: Fees for issuing late or delayed vital events certificates.**

Vital event	Are there fees for registration?	Registration cost	Remarks
Birth	Yes	US\$3	For late and delayed registration
Marriages			
Divorces			
Death	Yes	US\$3	For late and delayed registration

The list of civil registration forms is in Table 3.

**Table 3: Civil registration forms in Malawi.**

Form	Purpose of the form	Remarks
NR-1	For registration of citizenship and national ID	National ID is free for 1st issue; replacement is US\$3
NR-2	For registration of non-Malawians and refugees	Cost is US\$25
NR-6	For registration of lost document or replacement	Document costs US\$3
NR-8	For birth registration in the hospital and community	Registration is free for 6 weeks from birth Late registration fee of US\$3 is paid after 6 weeks
NR-10	For death registration in hospitals	Registration is free for 6 weeks from death Late registration fee of US\$3 is paid after 6 weeks
NR-10C	For death registration in communities	Registration is free for 6 weeks from death Late registration fee of US\$3 is paid after 6 weeks
NR-11	Burial permit	This is issued at no cost to the family of the deceased person



Recording of demographic events currently covers all segments of the population and all geographical regions (Table 4).

**Table 4: Estimated completeness of population event registration.**

Event	Completeness of registration*			
	2016	2017	2018	2019
Live birth	49%	53%	58%	61%
Marriage	no data	no data	no data	no data
Divorce	no data	no data	no data	no data
Death	no data	no data	no data	no data

\*Completeness of registration means the current number of demographic events (births or deaths) divided by the estimated number of demographic events (births or deaths). A complete registration or 100 percent completeness is achieved when every demographic event that occurred in the population of a given country (or region) during a specific period has been recorded in the system.

### Backlog of unregistered births

The country has a backlog of 9,000,000 unregistered births.<sup>12</sup> This represents 50 percent of the population.

## Vital statistics system

### Vital statistics

Malawi's National Statistical Office has the legal mandate to collect, compile, analyze, publish, disseminate, and coordinate the national statistical system. The demography unit is responsible for compiling vital statistics and causes of death. The vital statistics that are compiled from the civil registration system are listed in Table 5.

**Table 5: Vital statistics compiled from the civil registration system.**

Vital statistic	Is event compiled from the civil registration system?	Remarks
Live birth	Yes	
Marriages	No	No statistics are currently compiled for these events
Divorces	No	No statistics are currently compiled for these events
Death	Yes	Partially

The last vital statistical report on the system's data was published in 2019. The National Statistical Office now has staff based in the NRB to support the generation of vital statistics.

Apart from the government administration, the development partners supporting the generation of the vital statistics system in Malawi are the Centers for Disease Control and Prevention, UNICEF, UNFPA, Plan International, and the Community of Sant'Egidio.

### Causes of death

In Malawi, the cause-of-death information is collected through the civil registration system, especially for institutional deaths (Table 6).

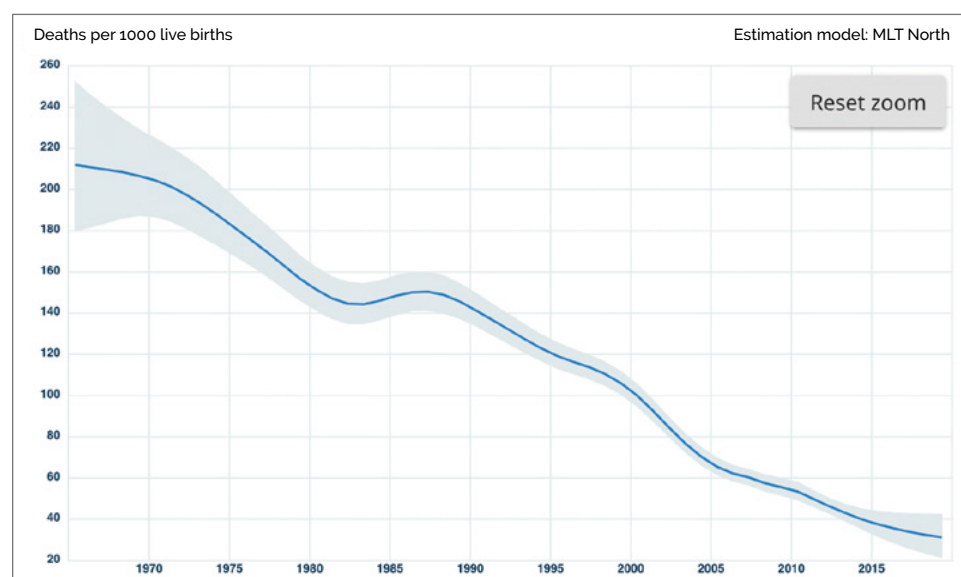
Table 6: Cause-of-death information collection through the civil registration system.

Cause of death (COD)	Is COD info collected through the CR system?	Is the Standard International Form of Medical Certificate of COD for recording deaths used?
For deaths occurring in health facilities	Yes	Yes
For natural deaths occurring in the communities	No	No
For non-natural deaths occurring in the communities	No	No

For non-institutional deaths, a verbal autopsy system is being developed. Once the system is rolled out, verbal autopsy will be conducted for sampled deaths. Currently there is a verbal autopsy system being undertaken for malaria deaths of under-5s through the Malaria Vaccine Implementation Project and this will form the basis for verbal autopsy in Malawi.

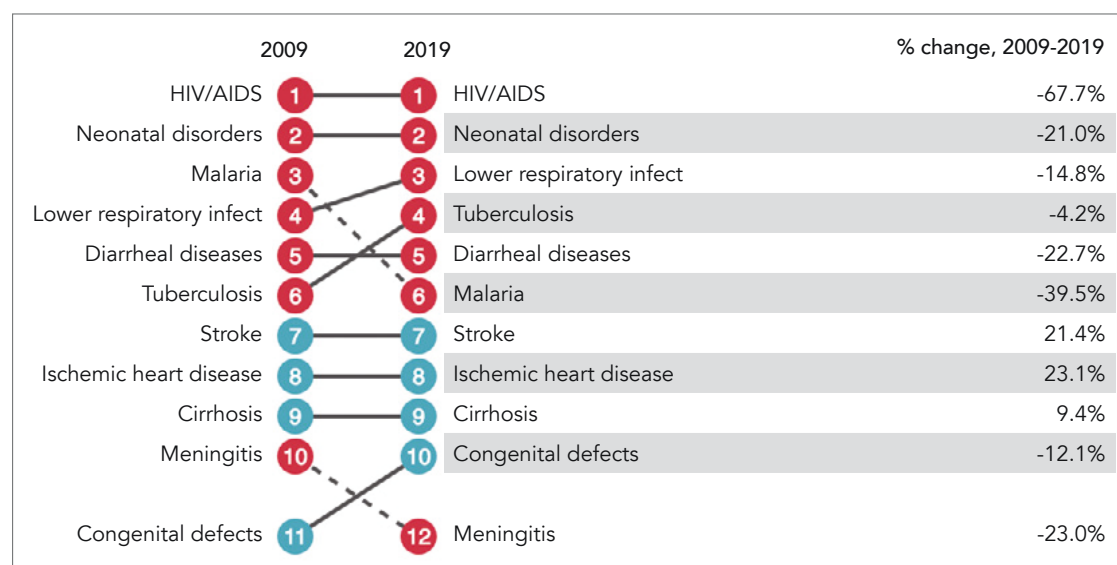
Other sources indicate the infant mortality rate at 35.32 deaths per 1,000 live births in 2018 (Figure 1).<sup>13</sup>

Figure 1: Infant mortality rate – Malawi.



The Institute for Health Metrics and Evaluation lists the leading causes of death between 2009 and 2019 as:<sup>14</sup>

**Figure 2: Leading causes of death between 2009 and 2019.**



## Digitization

### Computerization

For digitization, the Department of e-Government in the Ministry of Information Technology supports all government electronic systems. It is therefore responsible for connectivity, software, and hardware support. Development partners, such as the Centers for Disease Control and Prevention, Community of Sant'Egidio, and UNICEF, are playing a big role in providing equipment and finances to digitize the system.

For civil registration, the NRB has deployed the National Registration and Identification System (NRIS) across all district registration offices and some post offices in the country. The system's functionality includes birth registration, death registration, and national ID management. It is hosted at the government data centre and connected to the government wide area network (G-WAN). The system is partially linked between birth registration and national ID; the death module is currently not linked.

The NRB's mandate is to implement the NRIS. It derives its authority from the *National Registration Act of 2010*. The NRIS has two components:

- The national identity cards component issues identity cards to eligible Malawian and foreign residents. Issuance of national identity cards started in 2017 and so far, more than 9 million people have been registered and issued national IDs.
- The civil registration component registers births, deaths, and marriages and issues certificates accordingly. Registration of births started in 2015, while registration of deaths started in 2018 in four pilot districts. Registration of births is now mandatory across the country and 12 of the 28 districts in Malawi are doing mandatory death registration.

Computer use is outlined in Table 7.

Table 7: Computer use in CRVS.

Centre	Are computers used for civil registration?	Remarks
Local registrars across the country	Yes	All district offices and district hospitals are connected in real time
Urban centres	Yes	All district offices and district hospitals are connected in real time to the NRB platform
Healthcare institutions	Yes	Only district hospitals and central hospitals are connected in real time

### *Mobile technology application*

No institutional arrangements have been made by the civil registry with mobile network operators or the Malawi Communications Regulatory Authority.

### *Unique identification number*

The CRVS system in the country issues a unique identifier at birth. Once a child is born and registered, the national identification system issues a unique identifier which is the national identity number. This number is printed on the birth certificate. When the child reaches the age of 16 and qualifies for the national ID card, the same number is used on the ID. In essence, a person uses this unique identifier all their life. This ID number is used in population and civil registers. The same number will be used in the health system as a patient identifier. At death, this number will be frozen from use in the system.

## **Population register**

### *Digitization of historical registration records*

The NRB started civil registration in 2015 under the Department of the Registrar General. Almost all registration at the Department was manual. As such, there are a lot of birth, death, marriage, and adoption records that are in paper form and need to be digitized. The records will be moved to the archives by the NRB to be digitized. A system is being developed to digitize these records, which is a very large task.

### *Link with identification system*

There is an existing ID system which is linked to civil registration; these are under one agency, the NRB. Civil registration and identity management are partially linked in the National Registration and Identification System (NRIS), especially with the birth registration system. For every child registered, the NRIS assigns a unique national ID number which the child will use for the rest of their life. The death registration system will also be linked.

## **Improvement initiatives and external support**

### **Improvement plan and budget**

#### *Strategic plan*

There is no national CRVS improvement strategic plan in place so far in Malawi.

#### *Budgetary allocations and requirements*

In the 2019–2020 fiscal year, the budget allocated by the State Treasury to the civil registration system is US\$136,986.

An amount of US\$1,200,000 is indicated from the development partners providing in-kind or other support to the NRB.

## Activities identified as high priorities

A number of activities have been identified in the national plan as high priorities that lack funding (Table 8).

**Table 8: Underfunded high-priority national plan activities.**

High priority* areas in the strategic plan lacking funding	Estimated cost (US\$)	Expected government allocation (US\$)	Expected budget gaps (US\$)	Remarks
Roll out death registration across the country	500,000	200,000	300,000	Need funding for 16 of the 28 districts
Introduce verbal autopsy	350,000	100,000	250,000	This is for 5 districts of 28
Undertake a comprehensive assessment	30,000	15,000	15,000	Some partners are willing to assist with the assessment

*\*The high priorities should be identified in the assessment leading to the preparation of the strategic plan. The priorities could differ from country to country. In general, examples could be advocacy, updating the legal framework, improving registration coverage, improving quality of registers, strengthening coordination among key stakeholders, generating vital statistics including causes of death, introducing technology, and clearing the backlog of registration of births.*

## Support from development partners

The international organizations, non-governmental organizations, and other organizations that support improving Malawi's civil registration system are listed in Table 9.

**Table 9: CRVS external support.**

International organizations, NGOs, and partners	Mandate
Centers for Disease Control and Prevention	Financial and technical support
UNICEF	Financial and technical support
Plan International	Financial and technical support
Community of Sant'Egidio	Financial support is district specific
UNDP	Financial and technical support

## Conclusion

Malawi has taken some great strides in improving civil registration. Some of the good practices include:

- Establishing a cause-of-death coding unit based at the Kamuzu Central Hospital;
- Establishing the linkages between the National Statistical Office and the NRB, where National Statistical Office staff are seconded to the NRB to support the generation of vital statistics; and
- Making ongoing efforts to develop an integrated CRVS and ID system.

Some of the major challenges have been limited demand for civil registration services; inadequate budget; distance to registration centres, especially in rural areas; limited capacity and skill in registration, monitoring, and evaluation; and compilation and dissemination of vital statistics.

The NRB is currently doing the following:

- Revitalizing the national technical working group;
- Preparing to undertake a comprehensive assessment of the CRVS system; and
- Undertaking, with development partners, a mass registration of children under the age of 16 who are not yet registered under the current system, who number in excess of 8 million.

## Resources

### Websites

Department of the Registrar General, Ministry of Justice and Constitutional Affairs, Government of the Republic of Malawi: [registrargeneral.gov.mw/](http://registrargeneral.gov.mw/)

National Statistical Office: [nsomalawi.mw/](http://nsomalawi.mw/)

UNICEF Malawi: [data.unicef.org/country/mwi/](http://data.unicef.org/country/mwi/)

WHO Malawi: [who.int/countries/mwi/en/](http://who.int/countries/mwi/en/)

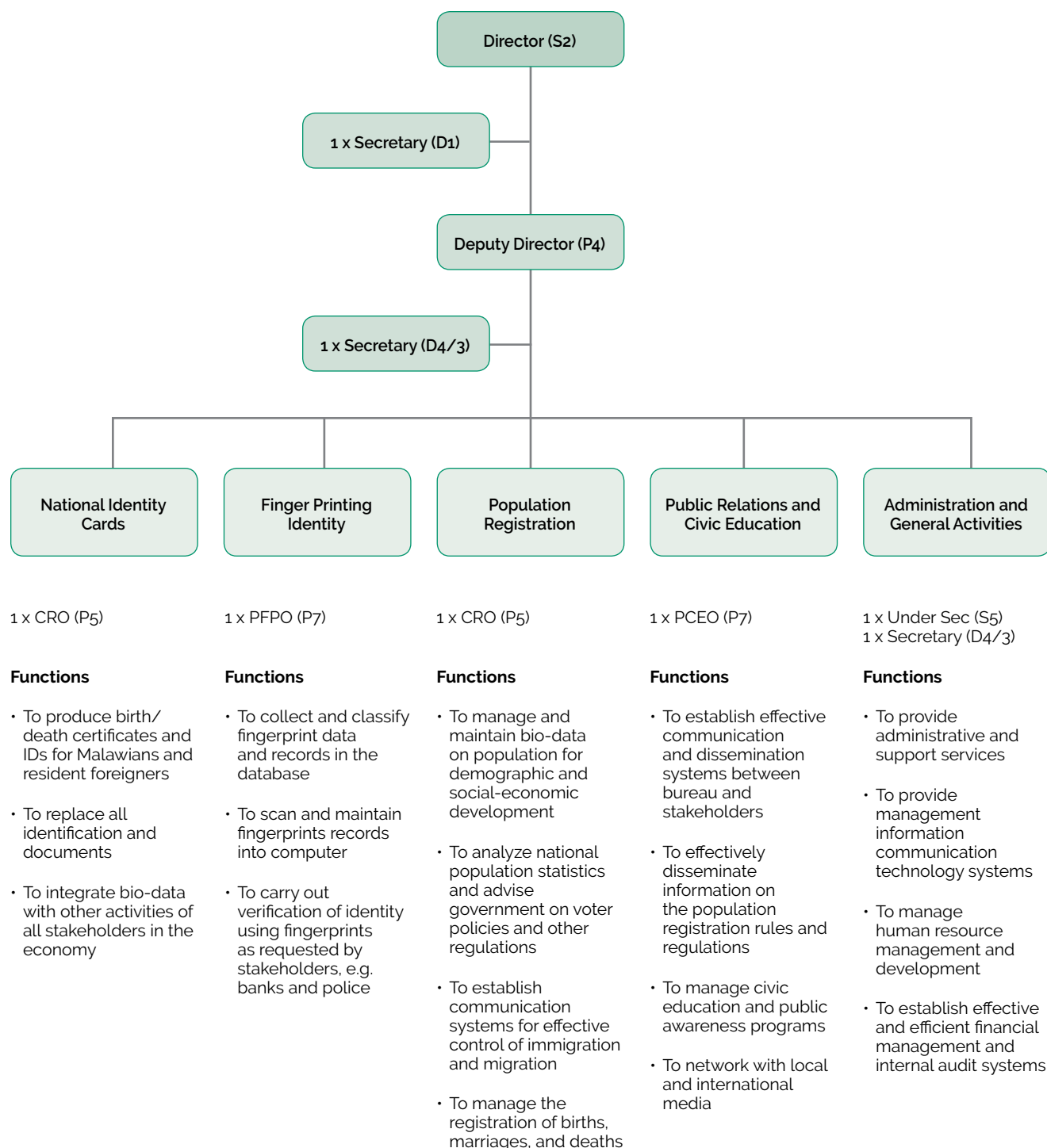
### Additional materials

Government of the Republic of Malawi. 2013. National Registration Bureau Strategic Plan 2013–2018.

World Bank. 2017. The State of Identification Systems in Africa – Country Briefs. Washington, D.C. [getinthepicture.org/sites/default/files/resources/ID4D-country-profiles-report-final.pdf](http://getinthepicture.org/sites/default/files/resources/ID4D-country-profiles-report-final.pdf)

Citizenship Rights in Africa Initiative. 2010. *Malawi National Registration Act No. 13 of 2010*. [citizenshiprightsafrika.org/malawi-national-registration-act-no-13-of-2010/](http://citizenshiprightsafrika.org/malawi-national-registration-act-no-13-of-2010/)

## Annex 1: Organizational structure of the NRB



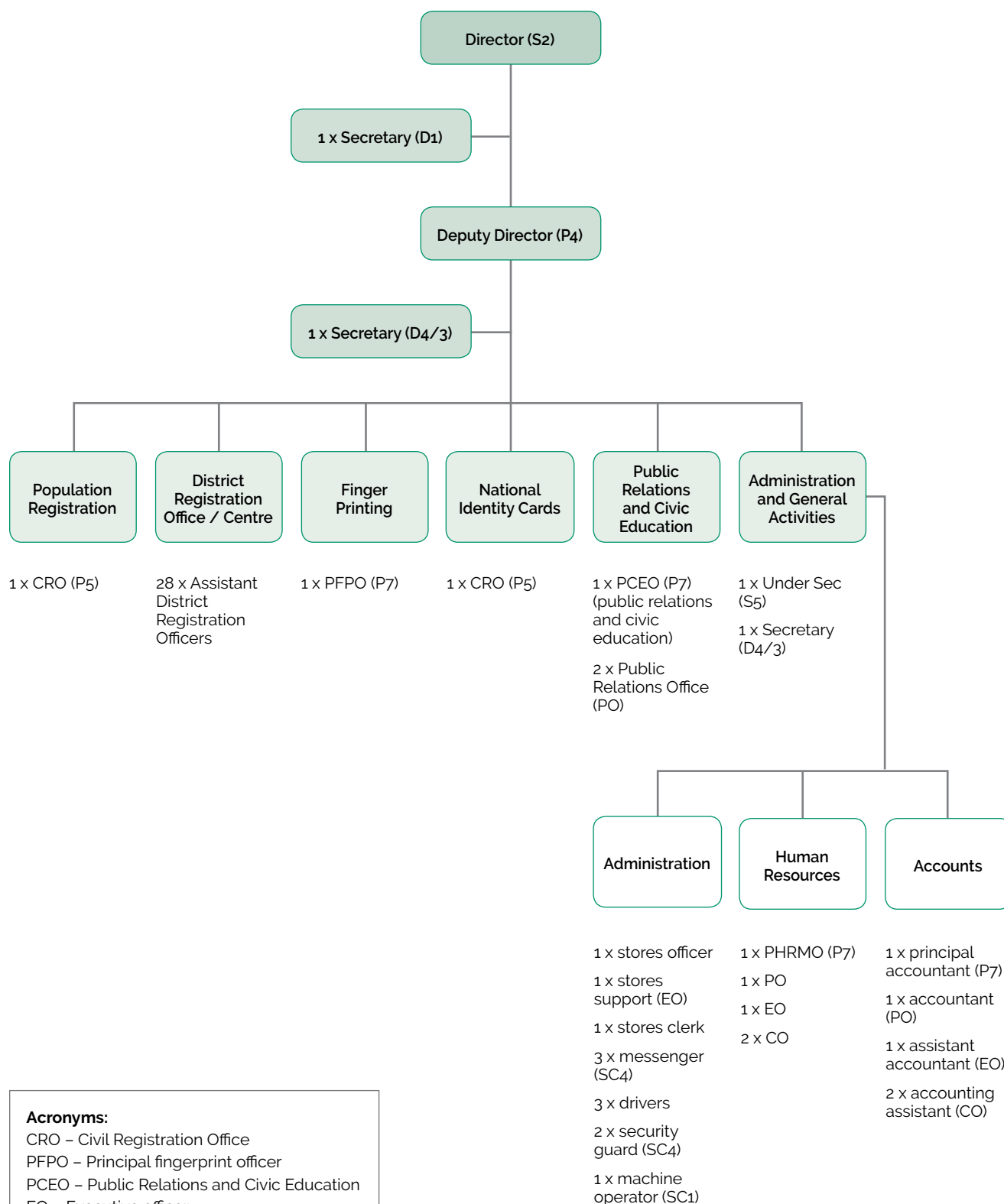
### Acronyms:

CRO – Civil Registration Office

PFPO – Principal fingerprint officer

PCEO – Public relations and civic education

## Annex 1: Organizational structure of the NRB (continued)



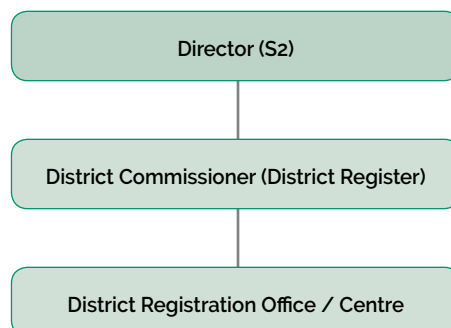
### Acronyms:

CRO – Civil Registration Office  
 PFPO – Principal fingerprint officer  
 PCEO – Public Relations and Civic Education  
 EO – Executive officer  
 CO – Clerical officer  
 PO – Procurement officer  
 TO – Technical officer  
 SC – Stores clerk



## Annex 1: Organizational structure of the NRB (*continued*)

### Functional organization structure for district assemblies



1 x Assistant District Registration Officer (P8)

1 x Office Logistical Officer

2 x Data Preparation Clerks (DP3/2)

1 x Messenger (SC4)

## Endnotes

- 1 United Nations Statistics Division. 2018. Demographic Yearbook – 2017. [unstats.un.org/unsd/demographic-social/products/dyb/dyb\\_2018/](https://unstats.un.org/unsd/demographic-social/products/dyb/dyb_2018/)
- 2 Birth or death registration completeness means the actual number of registered births or deaths divided by the estimated number of births or deaths in a particular country or area, in a specified time period (usually a year). For further reading, refer to ECA, ESCAP and Statistics Norway (2016).
- 3 Trading Economics. n.d. [tradingeconomics.com/malawi/completeness-of-birth-registration-percent-wb-data.html](https://tradingeconomics.com/malawi/completeness-of-birth-registration-percent-wb-data.html)
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- 11 United Nations Inter-Agency Group for Child Mortality Estimation. 2018. Child Mortality Estimates. Total Under-5 Mortality Rate, Infant Mortality Rate and Neonatal Mortality Database 2018. [childmortality.org/](https://childmortality.org/)
- 12 All unregistered births in the year following the occurrence of the event.
- 13 UN Inter-agency Group for Child Mortality Estimation. [childmortality.org/data/Malawi](https://childmortality.org/data/Malawi)
- 14 The Institute for Health Metrics and Evaluation (IHME). n.d. Malawi health data. [healthdata.org/malawi](https://healthdata.org/malawi)



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